

PROPOSED BUDGET

Fiscal Year July 1, 2020-June 30, 2021

CITY COUNCIL

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Nicole Ard

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Richard Bowers, Police
James Sterling, Public Works
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Todd Pounds, City Solicitor



The budget is the city organization's operational master plan for the fiscal year. This section is designed to acquaint the reader with the organization in order to get the most out of the information contained herein.

The budget is divided by tabs into sections, and a **Table of Contents** is included at the beginning of the book.

The **City Manager's Message**, in the very front of the book, summarizes what is going on in the budget and tells the story behind the numbers. It identifies major issues, notes decisions to be made by the City Council when adopting the budget, and conveys a thorough understanding of what the budget means for this fiscal year.

A **Table of Organization** is provided for the entire city organization. Tables of Organization for each department are located with the departmental budgets.

A budget summary is presented in the **General Fund – Revenues and Expenditures** section. Included in this summary are listings of total revenues and expenditures for the remainder of this fiscal year (estimated), next fiscal year, and past years. Expenditures are broken down into three categories: personnel expenses, other operating expenses, and capital expenditures. A one-page "executive summary" of all of the above is also included.

Departmental Expenditures are grouped by activity. Each section includes:

- Narratives describing the department or division's mission, goals and objectives;
- FY 2020 accomplishments;
- FY 2021 issues and services;
- A table of organization;
- Personnel details;
- Past and projected expenditures; and
- Measures by which to judge the performance of the department during the next fiscal year, including how services are rated by citizens. Scores are rated on a scale of 1 (poor) to 5 (excellent).

Budget comments are also included which explain significant revenue and expenditure issues within each budget.

The **Analysis and Background** section contains charts and graphs that further describe the city's condition including background reports on budget issues, a debt service schedule, and demographic information.

Finally, a **Glossary** at the back of the book defines technical terms used throughout the budget document.

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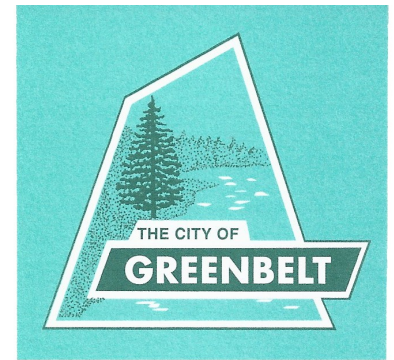
CITY MAP 298

CITY OF GREENBELT, MARYLAND

OFFICE OF THE CITY MANAGER

25 CRESCENT ROAD, GREENBELT, MD. 20770

April 14, 2020



Nicole C. Ard
City Manager

Honorable Mayor and City Council,

Enclosed is the City of Greenbelt's Proposed Fiscal Year 2021 Budget. These numbers were finalized as COVID-19 was unfolding and will need to be adjusted during the budget process as more information becomes available. In many sections of the budget, the narrative has been updated to specify the steps departments have taken to respond.

The proposal outlines the City's operational plans, financial forecast, goals, accomplishments and service level trends. It is anticipated that the City's tax base will be severely impacted by COVID-19 pandemic-related job loss and furloughs, delays in disaster relief to individuals and businesses, and deferral of taxes and fees offered by the State and Federal governments. Similarly, taxes and fees tied to commercial activity and/or City services will be severely impacted by closed businesses and City facilities. This includes income, amusement, personal property (including corporate), and lodging taxes, as well as Highway User Revenue, red light camera, speed camera and parking citation fines. Commercial abatements are expected to increase significantly due to forced business closures, and will likely impact FY 2021 and the next several fiscal years given the state's practice of enabling retroactive abatements. Revenues are detailed in the Revenue Section of the Proposed Budget, as well as the accompanying chart.

The numbers in the FY 2021 Proposed Budget were finalized as COVID-19 was unfolding. It is my recommendation that the Council consider using fund balance, and deferring the following items to adjust the budget as our new economic reality unfolds:

1. Filling certain positions;
2. Non-loan or grant funded capital projects; and
3. Employee performance merit increases and cost of living adjustments.

We recently learned employee health insurance premium costs will not increase; a savings of approximately \$150,000 which has not been factored into the proposed budget. The proposal does not recommend tax rate increases or additional staff.



It is my goal to adjust our spending given the impacts to our revenue in order to protect our current employees' jobs. The City managed the most recent recession with that goal in mind. It's my recommendation that this goal be adopted for this crisis as well.

The FY 2021 Proposed Budget includes funds to complete the final phase of the Police Station's heating and air conditioning repair to address unsuitable workplace conditions, as well as previously committed reclassifications for five employees working out of class and already discussed with Council in 2019. Police academy recruits and cadets will continue their training and assignments in preparation for joining the City force. Five of those recruits will be graduating later this month. The City has not completed collective bargaining with the Fraternal Order of Police.

The Proposed Budget continues compliance with established City debt policy and fund balance guidance as well as funding the annual stipend to the Friends of Old Greenbelt Theatre and contributions to community non-profit service providers.

As the COVID-19 pandemic unfolds and the City and all levels of governments respond and plan for an unknown future, the Proposed Budget attempts to solely maintain essential services based on anticipated return to lifted social distancing practices by June; however, this situation may evolve with a recovery window of up to 24 months. I am assessing the need to discontinue paying certain non-classified employees (part-time, seasonal) should recreation services not return to operation by June 1, 2020. Every effort will be made to retain these employees, their knowledge, skills and experience, in anticipation of the return of City programs and activities.

This assumes that lessened restrictions on public facilities and businesses may begin in June, yet may not return until September or later. The goal during the pandemic has been to support the State and County Health and Emergency Management leaders in the fight to protect public and employee health, safety and continuity of government operations. As the City prepared and responded to the pandemic, a new way of operating was thrust upon the organization. The City may continue some practices, recognizing cost savings or efficiency. Additional investment or support may be needed to operate in a post-COVID-19 pandemic environment.

While there are many competing needs facing the City, the intent of the Proposed Budget as in the past, is to continue to build capacity to protect community investment in individuals, families, and neighborhoods. Most management objectives remain the same, as well as affiliated accomplishments achieved. While recent years realized new revenue and builder support for services given construction of new residential homes in the Greenbelt Station Subdivision, that construction has ended and the builder funds are being used to build the trail that the builder was supposed to build, the WMATA Connection Trail. No additional funds will come from that source for services like police, public works, or recreation. City staff will soon take over maintenance of the park, roads, and other infrastructure in addition to the current police patrols and park trash collection, and periodic

recreation activity. Similarly, future revenue from that neighborhood, income tax or property tax, may not be enough to solely support the community's desired public recreation facilities, and as Council committed to address recreation services in Greenbelt West overall during Council's Spring 2020 goal setting session.

In fact, while residential property tax revenue had been increasing (most likely attributed to regional trends and new local development), commercial real property and related personal property taxes have declined for several years. The City of Greenbelt primarily relies on Real Property Tax revenue to comprise the General Fund; however, other revenue sources also support services such as roads, police, park maintenance, counseling, equipment and buildings. Funds from employment and business conducted at movie theatres, hotels, restaurants, gas stations and motor vehicle registrations are among those that generate additional City revenue. The General Fund also helps pay the City's debt payments in compliance with City debt and Fund Balance policies. The General Fund also supplements user fee-paid services like recreation. Other user fees include those collected when service is provided such as during commercial and residential code inspections. The Waste Collection Fee and the Recycling Only rates remain the same at \$70 per quarter and \$36 per year, respectively. Fees and Daily Admission rates at the Aquatic & Fitness Center are the same. Fees are limited to users of the recreation services. However, given COVID-19 required closures, facilities may remain closed until June, possibly longer.

As noted in the past, fund balances should be preserved at a level that supports sustainability, particularly for the General Fund which supports essential government services. While the General Fund's fund balance was used in recent years, in contrast, use of fund balance during this pandemic is the very reason such a reserve exists - to support emergency preparation, response, and recovery. GFOA recommends maintaining a level equivalent to two month's operational expenses, often considered at a level of generally 15%; I concur. However, I am recommending maintaining the General Fund's fund balance to at least 12-13% as the City does not know the extent to which this disaster will continue to unfold; other non-related emergencies may develop and require additional resources; and should revenue projections or cash flow become further stressed, for example, large commercial real estate tax abatements are actualized at past years' levels throughout the next several fiscal years, the City needs to be prepared.

This is an unprecedented situation and exacerbates the existing concern regarding the potential fluctuation of the commercial real estate tax base, the long list of deferred capital projects like building and infrastructure repair and replacement. As noted in past years and last month, without reduced future expenditures and/or future revenue enhancements, the organization will continue to be challenged in maintaining current services and restricted in creating new initiatives or service that require additional resources. Several long-term initiatives from Council's 2018 Goal Setting Session fa-

cilitated by the Novak Group continue to be reflected in the Proposed FY 2021 Budget. However, most of the top and high priorities set during Council's February 2020 annual goal setting session are deferred.

COUNCIL GOALS

In February 2020, Council met with the Novak Group to review priorities. Council reaffirmed Factors Critical for Greenbelt's Long-Term Success, some on-going initiatives, as well as new top and high priority action steps for the next fiscal years with emphasis on key action in the next 12 to 18 months. More detailed action steps, including longer term activities are outlined within the departmental management by objectives in each proposed departmental budget. Also listed are a sampling of the accomplishments achieved in FY 2020. While Council has not met to formally adopt these factors and goals, based on the discussion the following outlines funds and resources affiliated with each goal.

Factors Critical for Greenbelt's Long-Term Success:

- Enhance Sense of Community
- Economic Development and Sustainability
- Improve Transportation Opportunities
- Maintain Greenbelt as an Environmentally Proactive Community
- Improve and Enhance Public Safety
- Preserve and Enhance Greenbelt's Legacy as a Planned Community
- Promote Quality of Life for all Residents
- Provide Excellent Constituent Services
- Maintain and Invest in Infrastructure

PROPOSED WORK PLAN FY2020-FY2022

The following high priority areas will help staff develop a work plan supplemented by weekly city reports, monthly finance reports and quarterly City Manager's updates that report progress on action, budgeting and financial considerations to obtain Council feedback on short and long-term plans for the City and each department.

2020 City Council Workplan



Outcomes



Enhance Sense of Community

TOP PRIORITY

- Work to Improve Dog Park

HIGH PRIORITY

- Finish gateway signage project



Preserve and Enhance Greenbelt's Legacy as a Planned Community

TOP PRIORITY

- Finalize NCO zoning

HIGH PRIORITY

- Roosevelt Center Arts District



Economic Development and Sustainability

- Develop community development policies
- Continue to implement outreach tools



Improve Transportation Opportunities

TOP PRIORITY

- Greenbelt Road streetscape

HIGH PRIORITY

- Shuttle



Promote Quality of Life for all Residents

TOP PRIORITY

- Enhance Recreation in Greenbelt West



Provide Excellent Constituent Services

HIGH PRIORITY

- Work with schools to explore public-private partnership for non-renovated schools
- Continue to Advocate against the Maglev



Maintain Greenbelt as an Environmentally Proactive Community

- Complete City street projects – begin construction on Cherrywood complete street
- Dam repair near completion/redo the parking lot as environmentally sound and inviting

- Completing WMATA Trail Permits



Improve and Enhance Public Safety

TOP PRIORITY

- Armory acquisition
- Transition to County CAD System



Maintain and Invest in Infrastructure

TOP PRIORITIES

- Office space reallocation and space utilization study
- Senior housing opportunities
- Refine capital projects funding policy

Facilitated by TheNovakConsultingGroup.com

High priority items to address the Factors Critical for Long-Term Success:

- Complete the City Facility Space Study and Security Needs (Building Capital Reserve Fund, two projects including access card reader and CARES facility)
- Acquire the Former Armory (Capital Projects- no funds budgeted at this time, advocacy with Volunteer Fire Company to State continues)
- Continue to Promote and Explore Private Senior Housing Opportunities (no funds, General Fund)
- Enhance Recreational Opportunities in Greenbelt West (Capital Projects and Greenbelt West Fund, including over \$2 Million budgeted for the WMATA Trail construction project, with \$325,000 in State bond bill funding secured)
- Continue Advocacy for State, Federal and grant funding to engineer, design, and construct the Greenbelt Road Streetscape Project (Capital Projects, no funds budgeted at this time).
- Improve the Existing Dog Park (Capital Projects, work will also address continued effort to site a future park and work with the private sector on possible sites).
- Continue to Work with County and Local Groups to Finalize the Neighborhood Conservation Overlay Zone (General Fund funded staff support).

There are several on-going issues that staff will monitor, including Federal priorities and funding, tax payer burden including the County tax differential, sustainability, services for individuals requiring special assistance, and compliance with City policies such as debt and fund balance. Staff continues to monitor federal priorities impacting not only City operations, but also the local economy. COVID-19 has added an additional level of uncertainty regarding Federal funding, priorities, and future availability of grants and subsidies that have supplemented limited city resources to provide services like housing for senior citizens and the disabled, energy and sustainability, family services, public safety, as well as infrastructure. While the City anticipates some level of Federal reimbursement via the County and State, as seen with the relief being distributed to the private sector and individuals, there may be a delay, significant restrictions or changes when time comes to support local governments. The City may not get reimbursed. It is all in flux. FEMA reimbursement of eligible expenses could be at \$.75/per \$1.

To further help reduce taxpayer burden, the City will continue to advocate for adjustment of the County tax differential to better reflect City investment in services, facilities, and equipment. Prince George's County lowers the property tax rate paid by City residents. The lower tax rate paid to Prince George's County and the Maryland-National Capital Park and Planning Commission (M-NCPPC) is called the tax differential. Greenbelt residents pay a lower County tax rate per \$100 as-

sessed valuation and a lower M-NCPPC tax rate than residents living in unincorporated areas of the County. As in past years, a detailed breakdown of the tax rates is in the Analysis and Background section of this document.

Regarding Green Ridge House, the City's agreement with the Federal Housing and Urban Development Department for Green Ridge House was renewed with Green Ridge House designated as a Section 202 property serving seniors. Existing non-senior, disabled tenants have been grandfathered as residents. Significant facility needs continue to be addressed using the enterprise fund's reserves which are dedicated solely to Green Ridge House. For example, recent repairs included elevator work for the 40 year old building managed by Community Realty. On the human scale, grants have been secured to provide some residents with caseworker and home health aide and other related services through the City's GAIL program. Special appreciation is extended to the company for moving an employee into an empty unit to help serve residents during the pandemic.

Regarding environmental sustainability, please note that Greenbelt continues to meet and exceed both State of Maryland and Metropolitan Washington Council of Government's (MWCOC) reduction of greenhouse gas emissions goals. The City continues to actively pursue State grants to support further energy efficiency improvements. The City is on the second vendor for a Solar Farm Purchase Project. Further, the City's electric agreement with its current provider was extended in anticipation that the Solar Farm agreement, when in place and operational with wind credits, will be good for the planet and provide costs savings. The City has also supported State legislation and research to better help position residents and property owners for better utility agreements and rates.

Capital improvements in Greenbelt are funded through four funds: Capital Projects Fund, the Building Capital Reserve Fund, the Community Development Block Grant Fund, and the Greenbelt West Infrastructure Fund. In FY 2021, this primarily reflects the WMATA Connection Trail at about \$2 Million and State Highway User Revenue or Community Development Block Grant funded road repair or replacement. Successful capital projects recently completed or underway in FY 2020 include: completion of the Old Greenbelt Theatre roof repair and HVAC replacement; preparatory work and conservation plan for the upcoming grant funded repair and preservation of the "Mother and Child" and historic bas reliefs; upcoming completion of the State mandated and State low-interest loan funded Greenbelt Lake Dam Repair project; road resurfacing throughout the City (using State Highway User Revenue Funds and Federal Community Development Block Grant Funds respectively); Hanover Parkway Bike Pathway Plan completion and recommendation; Bus Shelter improvements; Cherrywood Lane Green and Complete Street design completion; upcoming resurfacing of tennis courts at Braden Field and Lakecrest Drive; completion of the Gateway Signage Design; securing an engineer to assist with a scope for Lakecrest and American Legion Drive Intersection engineering; and various concrete and sidewalk repairs. Various other on-going planning efforts include work to address the

Bus Stop Safety and Accessibility Plan, the Pedestrian and Bicycle Master Plan, and the Gateway Signage Improvement Plan.

Federal Community Development Block Grant funds have been used to support infrastructure. An application has been submitted for future Community Development Block Grant funding. In addition, future federal funding availability continues to be monitored. CDBG may be an area to support appropriation for additional City or non-profit provided social services, including affordable housing, Post-COVID-19.

The Building Capital Reserve Fund is funded primarily to replace the last portion of the air handler system at the Police Department, about \$190,000; around \$46,000 for security improvements in City facilities; and \$100,000 to address space and facility needs for departments including Greenbelt CARES. This may be impacted by the new operating processes and environment post-COVID-19. The Public Works Department was tasked with completing the RFQ process for architectural services to support space study of existing City facilities and assess future space need and improvements.

The proposed Replacement Fund supports the purchase of vehicles and equipment. It includes the replacement of the City's large bucket truck at \$205,000 and several other vehicles and equipment items for total proposed expenditures of \$448,000. There is an opportunity to defer some/all of these vehicle purchases to address COVID-19 shortfalls. The condition of the fleet, along with the replacement schedule will be monitored and revisited following recovery of the pandemic.

While not a part of the City's Replacement Fund, Council is thanked for previously authorizing the release of funds to the Greenbelt Volunteer Fire Company to expedite the purchase of a new fire engine during FY 2020, a fiscal year earlier than anticipated.

Regarding debt service policy, the City continues to be in compliance. In addition, staff continues to work with the financial advisors and trustees to monitor the TIF. In follow-up to my recommendation last year, I along with the City Treasurer and Assistant City Manager met with financial advisors from Davenport to address long-term sustainable planning for debt, capital, and operational matters. City staff is assessing the feasibility of their refunding proposal. In addition, the City's voter-approved low interest loan for repairs to Greenbelt Lake Dam yielded a lower than anticipated rate of about .4%, generating a savings of about \$20,000 annually.

APPRECIATION

The pandemic response has made government operations and budgeting more challenging. Yet City employees continue to rise to the occasion. Staff crafted a budget initially designed to meet many community and organizational needs, only to be spoiled by a rapidly changing global health crisis and subsequent financial markets drop, unemployment, and government ordered "stay at home" and

business closures. The revised proposed budget reflects deferred priorities yet continued commitment to the community and City employees. Council and the community's consideration during this time are appreciated.

Special thank you to Ms. Laura Allen, City Treasurer, who coordinated budget preparation; Mr. David Moran, Assistant City Manager; Ms. Anne Marie Belton, Executive Associate; Ms. Beverly Palau, Public Information and Communications Coordinator; and department and division directors, supervisors, and employees City-wide. I am proud that 24-hours a day/7 days a week, and during this pandemic especially, City employees have demonstrated courage, compassion, creativity, and dedication. City employees provide safety, assistance, and joy to our neighbors and businesses, often while facing personal challenges at home. I cannot thank you enough for your bravery during this uncertain time. You each bring unique value, skills and experience that cannot be replaced. Working together we will help our community, organization, and each other recover as quickly as possible. I believe in each of you and am committed to you and your family's safety during this global disaster.

Respectfully Submitted,



Nicole C. Ard
City Manager

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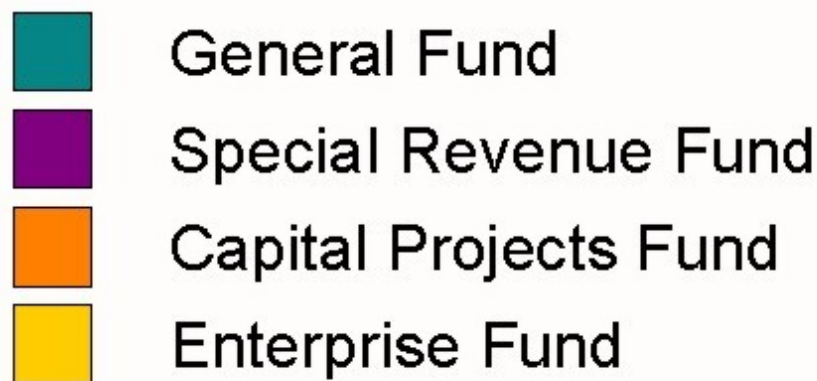
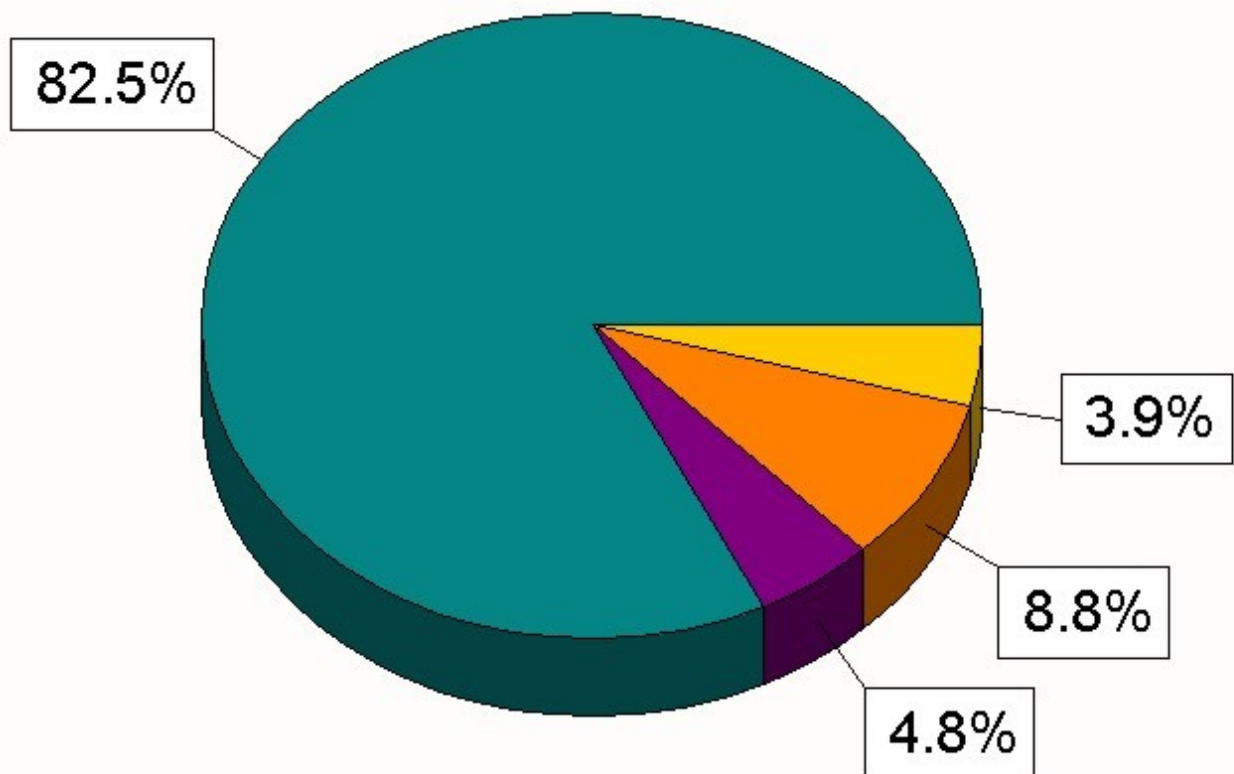
BUDGET AT A GLANCE



- **\$32,925,900 General Fund Expenditure Budget, a \$1,937,800 or 5.9% increase from FY 2020.**
- **Revenues of \$32,981,435, or 5.5% higher than FY 2020.**
- **Residential property assessments are estimated to increase 6.3% and commercial properties are expected to increase 4.8%.**
- **Highway User Revenue budgeted at \$569,900.**
- **36.4% of all General Fund expenditures go to Public Safety.**
- **2% pay adjustment for classified employees plus merit/step increase.**
- **Residential waste collection fee remains the same - \$70 per quarter or \$280 per year.**
- **\$4.4 Million in capital projects proposed, \$2,030,000 for WMATA Connection Trail, \$798,500 for street resurfacing and \$334,900 for roof, window and HVAC replacement at the Youth Center.**
- **At the end of FY 2021, the city's Undesignated and Unreserved fund balance is estimated to be \$5.4 million or 16.4% of Total Expenditures.**

Summary of Budget Expenditures

FY 2021 Proposed Budget



Fiscal Years 2018 - 2021

Summary of Budget Revenues

FUND	FY 2018 Actual Trans.	FY 2019 Actual Trans.	FY 2020 Adopted Budget	FY 2020 Estimated Trans.	FY 2021 Proposed Budget	FY 2021 Adopted Budget
GENERAL FUND	\$28,517,755	\$30,166,197	\$31,173,600	\$31,908,600	\$32,981,035	\$0
SPECIAL REVENUE FUNDS						
Cemetery	\$2,045	\$1,593	\$2,200	\$300	\$2,100	\$0
Debt Service	706,663	814,252	820,200	819,000	1,033,200	0
Replacement	562,148	413,035	382,500	823,000	476,000	0
Special Projects	403,068	408,476	373,500	992,400	368,000	0
TOTAL SPECIAL REVENUE	\$1,673,924	\$1,637,356	\$1,578,400	\$2,634,700	\$1,879,300	\$0
CAPITAL PROJECTS FUNDS						
Building Capital Reserve	\$725,194	\$1,197,902	\$525,000	\$902,500	\$753,000	\$0
Capital Projects	707,671	1,361,889	3,677,900	3,834,100	1,115,500	0
2001 Bond	1,028,670	0	0	0	0	0
Community Development Block Grant	116,250	128,240	140,800	252,100	154,600	0
Greenbelt West Infrastructure	18,243	6,431,299	95,000	91,000	345,000	0
TOTAL CAPITAL PROJECTS	\$2,596,028	\$9,119,330	\$4,438,700	\$5,079,700	\$2,368,100	\$0
ENTERPRISE FUND						
Green Ridge House	\$1,466,597	\$1,430,465	\$1,477,200	\$1,520,100	\$1,516,400	\$0
TOTAL ALL FUNDS	\$34,254,303	\$42,353,348	\$38,667,900	\$41,143,100	\$38,744,835	\$0

Fiscal Years 2018 - 2021

Summary of Budget Expenditures

FUND	FY 2018 Actual Trans.	FY 2019 Actual Trans.	FY 2020 Adopted Budget	FY 2020 Estimated Trans.	FY 2021 Proposed Budget	FY 2021 Adopted Budget
GENERAL FUND	\$28,147,173	\$29,894,923	\$30,988,100	\$31,259,910	\$32,925,900	\$0
SPECIAL REVENUE FUNDS						
Cemetery	\$0	\$0	\$0	\$0	\$0	\$0
Debt Service	555,146	639,428	1,037,400	1,057,200	1,127,200	0
Replacement	385,750	489,727	300,000	355,900	448,300	0
Special Projects	612,210	415,449	423,300	427,700	341,500	0
TOTAL SPECIAL REVENUE	\$1,553,106	\$1,544,604	\$1,760,700	\$1,840,800	\$1,917,000	\$0
CAPITAL PROJECTS FUNDS						
Building Capital Reserve	\$44,736	\$173,333	\$605,700	\$607,600	\$83,100	\$0
Capital Projects	734,375	895,404	3,642,600	3,649,900	1,264,900	0
2001 Bond	0	0	0	0	0	0
Community Development Block Grant	115,400	128,240	140,800	252,100	154,600	0
Greenbelt West Infrastructure	36,114	5,217,113	1,850,000	219,500	2,030,000	0
TOTAL CAPITAL PROJECTS	\$930,625	\$6,414,090	\$6,239,100	\$4,729,100	\$3,532,600	\$0
ENTERPRISE FUND						
Green Ridge House	\$316,947	\$1,374,307	\$1,501,700	\$1,523,100	\$1,560,400	\$0
TOTAL ALL FUNDS	\$30,947,851	\$39,227,924	\$40,489,600	\$39,352,910	\$39,935,900	\$0



GOVERNMENT FINANCE OFFICERS ASSOCIATION

*Distinguished
Budget Presentation
Award*

PRESENTED TO

**City of Greenbelt
Maryland**

For the Fiscal Year Beginning

July 1, 2019

Christopher P. Morrill

Executive Director

The Government Finance Officers Association of the United States and Canada (GFOA) presented an award of Distinguished Presentation to the City of Greenbelt for its annual budget for the fiscal year beginning July 1, 2019

In order to receive this award, a governmental unit must publish a budget document that meets program criteria as a policy document, as an operational guide, as a financial plan, and as a communication device.

The award is valid for a period of one year only. We believe our current budget continues to conform to program requirements, and we are submitting it to GFOA to determine its eligibility for another award.